

CAH ON HBL 934
72 875

URBAN/MUNICIPAL

DEPARTMENT OF COMMUNITY DEVELOPMENT
CITY OF HAMILTON

A REPORT FROM

Woods, Gordon & Co.

MANAGEMENT CONSULTANTS

HAMILTON PUBLIC LIBRARY

JAN 29 1985

GOVERNMENT DOCUMENTS

**A STUDY OF
ORGANIZATION AND STAFFING**

MAY 1972

A REPORT FROM

Woods, Gordon & Co.

MANAGEMENT CONSULTANTS

Woods, Gordon & Co.

MANAGEMENT CONSULTANTS

ROYAL TRUST TOWER
P.O. BOX 253 TORONTO-DOMINION CENTRE
TORONTO 111, CANADA
TELEPHONE 864-1212 (AREA CODE 416)

May 16, 1972

The Corporation of The City of Hamilton
City Hall
Hamilton, Ontario

Dear Sirs:

We are pleased to transmit the following report of a study prepared at the request of The City of Hamilton to identify:

- The activities and manpower needed to administer and enforce the Minimum Standards By-law No. 69-99; and
- The activities and manpower needed to complete the implementation of the approved urban renewal projects in progress in the City. (Lloyd D. Jackson Square, North End and York Street).

In submitting this report we want to express our appreciation for the cooperation of the various Commissioners and other senior staff of the City who we interviewed during the course of our work and who provided us with very useful information.

The salient findings and recommendations of the Study can be summarized as follows:

1. In principle, the need for a broad rehabilitation program is

obvious but because there has been so little experience to draw on we would recommend that the activity be undertaken in stages. An evolutionary program based on experimentation and continuing evaluation of grass-roots experience is, in our opinion, most likely to yield the desired results.

2. We would recommend that the responsibility for the completion of the 3 urban renewal projects and the application of the Minimum Standards By-law be assigned to the new Department of Community Development where they will form the nucleus of an evolving rehabilitation program.
3. In the beginning, the application of the By-law will be experimental. Accordingly, it is recommended that a small but well-qualified staff be recruited by the Commissioner and consist of the following:

- Head, Rehabilitation Section and Chief Housing Inspector	1
- Housing Inspectors	2
- Community Worker	1
- Stenographer I	1

Competitive salaries for housing inspectors were reported to us to be in the \$10,000 per year range.

As soon as possible the application of the By-law should be extended progressively on an area by area basis and the housing inspection staff increased accordingly. A reasonable goal for the foreseeable future would be 20 housing inspectors with the necessary supporting staff.

4. The By-law should be applied, initially, in the North End and York Street urban renewal areas as required under the By-law.

5. The remaining work to complete the urban renewal programs should be the responsibility of the Project Development and Coordination Section, with the following staff requirements:

- Head, Project Development and Coordination Section	1
- Engineer	1
- Stenographer IV	1

The major functions of each Section are shown on the organization chart (opposite page 19). Upon completion of the urban renewal programs, this Section will have a major responsibility for implementing rehabilitation plans - e.g. secondary Official Plans for neighbourhoods.

6. The role of the Department of Community Development should be to stimulate, encourage and guide the rehabilitation process but for the most part individual property owners should be responsible for the effort and investment required to carry out the process.
7. The Minimum Standards By-law should be only one of the tools required in the rehabilitation process. The complementary tools are:
- the active participation of the public with the City in planning for rehabilitation and their active support in carrying it out;
 - a commitment by the City to rehabilitate and maintain those elements of the neighbourhood environment which are its responsibility so as to induce individual property owners to do the same;
 - practical advice and guidance to individuals in carrying out necessary repairs;
 - assistance through existing public and private social services to help those in need.

Digitized by the Internet Archive
in 2026 with funding from
Hamilton Public Library

<https://archive.org/details/32022213356542>

8. The objective of the By-law is to assure that the repairs required under the By-law are carried out. Therefore, we recommend that enforcement of the By-law through court action should be used only as a last resort.
9. Council should give serious consideration to amending Part IV, 77 of its By-law because, in our opinion, a fine of \$300 for non-compliance with the By-law is counter-productive in instances where the owner cannot afford the required repairs.
10. Financial assistance programs will probably be required for those who cannot afford to make the repairs required by the By-law. It is anticipated that some form of financial assistance will soon be forthcoming from other levels of government. In the meantime, the City should consider enacting a by-law, under Section 37. 1, 2 and 3 of the Planning Act, to provide low interest rate loans to those most in need.
11. Individuals should be fully informed of their right to appeal an order under the By-law.
12. The By-law should be amended to preclude any member of Council or City employee from appointment to the Housing Standards Committee.
13. The By-law should be amended to re-assign the housing inspection function from the Department of Buildings to the new Department of Community Development because this function is integral to the rehabilitation process.

The detail of our findings, conclusions and recommendations are set out in the body of the report.

We have appreciated this opportunity to assist the City in this work. It has been a most interesting and challenging study.

Yours very truly,

Woods, Gordon & Co.

MJM:DDB:

TABLE OF CONTENTS

	<u>Page</u>
Covering Letter	
I INTRODUCTION	1
II APPLICATION OF THE MINIMUM STANDARDS BY-LAW	3
<u>Factors Affecting Application</u>	3
1. Role of the By-law in Rehabilitation	3
2. Scale of Application	4
3. Condition of Housing	4
4. Implications of Universal Inspection	6
5. Assistance Programs	9
Conclusions	10
<u>Staging of By-law Application</u>	11
1. Alternatives	11
2. Initial Staffing	13
<u>Approach to By-law Application</u>	13
1. General Principles	13
2. Right of Entry	14
3. Coordination	15
4. Advice and Assistance	15
5. Research and Development	16
6. Appeals	16
7. Enforcement	17
8. Departmental Location	18
III THE DEPARTMENT OF COMMUNITY DEVELOPMENT	19
<u>Urban Renewal</u>	19
<u>Departmental Organization</u>	19
IV JOB DESCRIPTIONS	23
<u>Appendices</u>	
Appendix 1 - Financial Assistance Programs	
Appendix 2 - List of Respondents	

LIST OF TABLES AND CHARTS

Table 1	- Total Estimated Housing Units City of Hamilton (1970)	5
Table 2	- Condition of Housing in Hamilton (1961)	5
Table 3	- Estimated Condition of Housing in Hamilton (City) (1970)	6
Table 4	- Approximate Number of Inspections Per Year Required For Universal Application of By-law	7
Chart	- Department of Community Development Organization	(Opp.) 19

I INTRODUCTION

The application of the Minimum Standards By-law and the completion of the urban renewal schemes must be considered in light of the City's goal to develop an effective residential rehabilitation program. Therefore, while the terms of reference were limited to these two questions it has been necessary to look beyond to the likely organization and functions of the Department of Community Development to anticipate how these two activities could be integrated into a rehabilitation program. While it is appreciated that the proposed terms of reference for the Department of Community Development may be subject to change, they have been used as a context within which to study the role of the Minimum Standards By-law in detail.

By approaching the study in this manner it becomes clear that the completion of the three urban renewal programs should not be viewed as the end of an effort to maintain and restore the social, physical and economic environment of the City. Rather, under the aegis of the Department of Community Development, this same effort will be perpetuated albeit, in a slightly different and broader form.

Finally, the proposals presented in this report are made in the full recognition that:

- The proposed rehabilitation program and, within it, the application of the Minimum Standards By-law, will be experimental and evolutionary.
- Until financial assistance from the senior levels of government becomes available, it will be essentially a do-it-yourself program

insofar as individual owners are concerned.

- The experience gained in applying the Minimum Standards By-law and in the broader rehabilitation process should be reviewed continuously so as to be able to propose the necessary legislative changes and specific forms of financial assistance to the Federal and Provincial governments to meet the particular needs of Hamilton.

The findings of this study are set out in detail in the balance of this report.

II APPLICATION OF THE MINIMUM STANDARDS BY-LAW

Factors affecting the application of the Minimum Standards By-law together with the approach to and staging of its application are discussed in this Section.

FACTORS AFFECTING APPLICATION

1. Role of the By-law in Rehabilitation

There has been very little Canadian experience in the rehabilitation of urban residential areas. Fortunately, demonstration programs have been launched in Toronto, Vancouver, Montreal and in the Maritimes so that some feed-back of initial experience will soon be available. In the meantime, research literature from other countries indicates that the application of a maintenance and occupancy by-law should be supported by complementary rehabilitation activities. These are:

- The participation and co-operation of residents,
- Detailed plans for the areas where the by-law is to be applied.
- Coordinated action by the city to ensure that the level of municipal services in the area constitute an inducement to the residents to maintain and rehabilitate their properties themselves.
- Financial assistance and other programs to help residents, who could not otherwise do so, achieve a reasonable standard of shelter and of neighbourhood environment.
- A municipal program to guide private investment in development and re-development which is consistent with detailed neighbourhood plans.

For all practical purposes the proposed terms of reference for the Department of Community Development, coupled with the efforts of the Planning Department, indicate that these criteria will be met in Hamilton. The exception is the lack of financial assistance. Because of the City's limited financial resources this criterion should probably be met largely with the assistance of the Federal and Provincial governments.

A more detailed description of the anticipated functions of the Department of Community Development is shown on page 19 but the above identifies the role of the Minimum Standards By-law in the broader context of the rehabilitation process.

2. Scale of Application

The scale of effort required to apply the Minimum Standards By-law is dependant on:

- The condition of housing in the City.
- The universality with which it is applied and the consequent intensity of inspections required.
- The productivity of inspectors.
- The effectiveness of programs to assist those who, because of lack of money or do-it-yourself skills, cannot restore and maintain their dwellings to accord with the standards required under the By-law. Each of these issues is discussed in detail below.

3. Condition of Housing

The basic data concerning the condition of Hamilton's housing stock is the 1961 Census. Recent Census results should be

available before too long so that the following estimates should be reviewed when they are published. In the meantime, it is necessary to construct estimates as shown in the following tables.

TABLE 1

TOTAL ESTIMATED HOUSING UNITS
CITY OF HAMILTON
(1970)

Total Units - 1961	73,829 ¹
Total Units - 1966	84,540 ²
Total Housing Starts - 1961-1970	<u>22,975</u> ³
Total - 1970	<u>96,804</u> *

Sources: 1. Statistics Canada, 1961
2. Statistics Canada, 1966
3. C.M.H.C. 1961 - 1970

* This total would need to be reduced by the number of demolitions during the period 1961-1970 to arrive at the actual 1970 total.

TABLE 2

CONDITION OF HOUSING IN HAMILTON
(1961)

<u>Condition</u>	<u>No. of Units</u>	<u>%</u>
Good	58,323	79.0
Needing Minor Repairs	13,294	18.0
Needing Major Repairs	<u>2,212</u>	<u>3.0</u>
	<u>73,829</u>	<u>100.0</u>

Source: Statistics Canada, 1961

A sample survey of housing conditions in selected areas of the City was conducted by the Planning Department in 1969 and the conclusion was that "In comparison with Census data, condition and age

of housing stock ..., (and) the stages of urban growth ...; it is reasonable to estimate that 20% of the total housing stock in 1969 is in fair to poor condition. These dwellings are in need of minor or major repairs".

Accordingly, a current approximation of housing conditions is shown in Table 3.

TABLE 3
ESTIMATED CONDITION OF HOUSING IN HAMILTON (CITY)
(1970)

<u>Condition</u>	<u>%</u>	<u>No. of Units</u>
Good or Relatively Good	80	77,443
Needing Minor or Major Repairs	<u>20%</u>	<u>19,361</u>
	<u>100%</u>	<u>96,804</u>

4. Implications of Universal Inspection

A recent study sponsored by the Province* recommends that maintenance programs be universal and continuous. In real terms this would probably mean four levels of inspection activity:

- (1) Minimum surveillance of newly constructed housing;
- (2) More active surveillance of older but good housing;
- (3) An active program of preventive inspection in areas of fair housing needing minor repairs;
- (4) An intensive program of inspection of poor areas of housing (needing major repairs) to arrest further decline and to encourage rehabilitation.

As far as we could determine there is no reliable evidence regarding the number of inspections and supporting effort that would be required to apply a Minimum Standards By-law in this way.

* The Maintenance of Property - A Program For Ontario, Ontario Department of Municipal Affairs, 1970.

However, it has been proposed that the goal should be:

<u>Level of Inspection</u>		<u>One Inspection Every</u>
1. Minimum Surveillance	-	10 years
2. Active Surveillance	-	5 years
3. Preventive Inspection	-	3 years
4. Intensive Inspection	-	year

Applied very roughly in the Hamilton situation this rule-of-thumb would imply the following:

TABLE 4

APPROXIMATE NUMBER OF INSPECTIONS PER YEAR
REQUIRED FOR UNIVERSAL APPLICATION OF BY-LAW

<u>Condition of Housing</u>	<u>Number of Units (Approx.)</u>	<u>Number of Inspections</u>
Good	40,000	4,000
	80%	
Relatively Good	38,000	7,600
Needing Major Repairs	16,000	5,300
	20%	
Needing Minor Repairs	<u>3,000</u>	<u>3,000</u>
	<u>97,000</u>	<u>19,900</u>

In order to estimate the staff required to conduct 19,900 inspections per year an appropriate analogy is required. Toronto provides the most useful comparison because of its relatively long experience in applying its by-law and its current involvement in a demonstration rehabilitation program. The 1970 activity level in Toronto was:

<u>Inspections:</u>	<u>Annual Volume</u>
Initial inspections	10,918
Follow-up (inspections, personal meetings, telephone calls etc.)	<u>74,989</u>
Total personal contacts	<u>85,907</u>
<u>Correspondence:</u>	
Letters and orders	<u>33,007</u>
<u>Case Load:</u>	
Total number of initial inspections	10,918
Cases closed, no violations, etc. -	<u>1,837</u>
Active cases opened (1970)	9,081
Cases carried over from previous previous year	<u>6,659</u>
Total active cases during 1970	15,740
Outstanding cases at year-end	<u>- 7,328</u>
Net cases completed during 1970	<u>8,412</u>

With an inspection staff of 51 and 21 clerks, the activity level per employee in 1970 was:

<u>Productivity Per Inspector Per Year</u>	
Initial inspections	214
Follow-ups	<u>1,470</u>
Total contacts	<u>1,680</u>
Completed cases	165
Correspondence (items)	650
<u>Productivity Per Clerk Per Year</u>	
Correspondence (items)	1,570

These productivity levels are approximately comparable to the rule-of-thumb number of 250 initial inspections per year per inspector. The variation can be attributed to different methods and detail of inspections.

Applying these productivity figures to the number of annual inspections which would be required in Hamilton to apply the By-law universally and continuously implies the following staff requirements:

Inspection Staff	93
Clerks	38

As discussed later these figures are recognized to be purely theoretical.

5. Assistance Programs

Under the current Minimum Standards By-law there are no programs for financial assistance to those unable to pay for the necessary repairs to comply with the regulations. However, Section 37 (1) (2) and (3) of the Planning Act enables the City to pass a by-law to make necessary loans to individual owners, at an interest rate established by the Council, which is re-paid over a period not exceeding 5 years by adding the principal and interest to the owner's property tax. (See Appendix 1 for characteristic financial assistance programs.)

Such a by-law can be used both as an inducement and as a means of enforcing compliance. In the former instance it can be presented as a low interest loan to assist those who cannot get or afford commercial financing. In the latter instance, where the owner refuses to comply with the by-law, the enforcing officers can order the work to be done and the cost is added to the owner's tax bill.

Federal assistance, under Part IV of the National Housing Act (Home Improvement Loans) has reportedly proved to be largely ineffective (approximately 9% interest and 10 year term) although the Ministry for Urban Affairs has indicated that new programs of Federal assistance for

residential rehabilitation will be introduced in the near future.

For the time being, no new Provincial programs for financial assistance are anticipated.

Conclusions

Thus, to summarize the Hamilton situation in respect to the effort which would be required to apply the Minimum Standards By-law universally and continuously:

- There is no detailed information about the current condition of housing throughout the City. Moreover, the Census evaluation of housing conditions (1961) is based on a visual appraisal made by largely untrained census takers. Thus, it is most difficult to ascertain the actual scale of the problem of substandard housing in the City.
- There is so little relevant experience from the current demonstration rehabilitation programs, (in which the application of a minimum standards by-law is an integral part) that it is not possible to estimate the level of effort required to assure the effectiveness of the by-law.
- Very rough estimates of the number of staff required to apply the By-law universally - i.e. 93 inspectors and 38 supporting clerical workers - indicate the necessity for a program that would be, at least initially, geared to major sectors of need only. If this is not done then the costs would be prohibitive, quite apart from recruiting and training constraints.
- Lacking realistic financial assistance programs the crude enforcement

of the By-law could lead to public hostility and an aggravation of housing problems throughout the City.

Accordingly, it is recommended that the By-law will need to be applied judiciously and in stages.

STAGING OF BY-LAW APPLICATION

1. Alternatives

Since universal and continuous application of the Minimum Standards By-law is impractical it is necessary to examine how best to introduce it in phases.

It is anticipated that the need for application will arise from the following major sources:

- (1) The North End and York Street urban renewal areas;
- (2) The six neighbourhoods for which the Planning Department is preparing detailed plans;¹
- (3) Complaints from the City at large;
- (4) Community and rate payers organizations interested in up-grading and rehabilitating their neighbourhoods.

Of these four sources of need or demand for inspection services most is known about the urban renewal areas. There is very little data available to forecast the workload which would be generated from items 2, 3 and 4 although, based on the Toronto experience, inspections in response to complaints could be in the order of 900 per year.²

¹ Strathcona, Beasley, Central, Lansdale, Corktown, Gibson

² This is based on 1961 Census which indicates that the problem of substandard housing in Hamilton is about 40% that of Toronto's.

There are many factors which could and undoubtedly will be considered about the scale of work and types of problems which would be encountered in dealing with each of these sources of demand. But, in the end, the assignment of priorities will be the responsibility of civic leaders. However, for the following reasons it is proposed that the By-law be applied initially in the North End and York Street urban renewal areas because:

- The inspection and rehabilitation function is legitimately part of the urban renewal program.
- There is a fund of data and knowledge about the condition of housing in the urban renewal areas.
- Community organizations are already in existence in these three areas and the residents are, by now, familiar with the objectives of the renewal and rehabilitation program.
- The present Minimum Standards By-law applies only to the urban renewal areas and hence, would not have to be amended.

In making this proposal it is recognized that some community and rate payer associations may be disappointed - particularly, in the six neighbourhoods where secondary draft Official Plans are being prepared and in other areas of the City where owners are most anxious for a policy statement concerning the future of their neighbourhoods to guide them in making decisions about renovating and rehabilitating their houses. These reasons could be considered as arguments in favour of applying the By-law in these areas in the second stage of the development of the program because the effort could be focussed. By concentrating on specific geographical areas better results could be expected.

The rationale for subsequent stages will emerge with time.

2. Initial Staffing

In addition to financial constraints and the time required to organize a program for applying the By-law, there is the very real problem of recruiting suitable and qualified housing inspectors. But there is also an important counter argument which is that the inspection staff must be of sufficient size to be able to achieve significant and measureable impact and for the City to make an unequivocal commitment to the application of the By-law.

In the introductory period it is proposed that the By-law be applied in the North End and York Street urban renewal areas only. Accordingly, it is recommended that 2 housing inspectors, 1 community worker and 1 stenographer be recruited. The Head of the Rehabilitation Section will be the Chief Housing Inspector. Following a break-in period, it would be desirable to add to the housing inspection staff at an approximate ratio of 3 inspectors to 1 clerical staff, so as to be able to extend the service as quickly as possible to other sections of the City where rehabilitation is required.

Competitive salaries for housing inspectors are reputed to be in the range of \$10,000 per annum.

APPROACH TO BY-LAW APPLICATION

1. General Principles

The application of the Minimum Standards By-law is one of the necessary tools used to improve the quality of shelter and of living conditions in substandard areas. It follows, therefore, that

its objective is to benefit those living under these conditions. It is not to prosecute them or to impose unreasonably on them in order to satisfy a middle class value system to which they may not adhere. This concept of helpfulness should be the guiding principle in presenting the program and approaching its application. More specifically, research and experience indicates that the most effective procedure is to:

- Working with community organizations, stimulate the interest of property owners by discussing their problems with them and through information and education programs.
- Encourage them by assuring that the City cooperates by planning, coordinating and improving those elements of the local environment which are its responsibility.
- Advise them as to how to go about making the necessary improvements.
- Assist them by mobilizing available public and private resources.
- Enforce the By-law judiciously and only when all other methods have failed.

In many respects, the City of Hamilton is well prepared to adopt this approach because:

- The urban renewal programs are being successfully implemented;
- Public participation in planning various aspects of the community is yielding fruitful results; and
- Liaison with community groups is established in the urban renewal areas and is progressing in the six downtown neighbourhoods.

2. Right of Entry

It is necessary to elaborate on several important points. The first concerns the right of entry without a warrant which the

law gives to housing inspectors. Quite obviously, this right must be used with the greatest tact and good judgement to avoid offending deep-seated and traditional feelings about the privacy of one's own home. It should, therefore, be used only as a last resort.

Fire and health inspectors similarly have the right to enter without a warrant. Since it is quite possible that these forms of inspection, together with building code inspections, will be required as part of the rehabilitation program the housing inspection staff should take the lead in coordinating these inspections to avoid imposing unnecessarily on residents.

3. Coordination

In order to induce residents to up-grade their property it will be the City's responsibility to assure that municipal property and services in rehabilitation areas are planned, maintained and operated satisfactorily. Therefore, the coordination of the other relevant Departments of the City will be an extremely important function in the application of the By-law.

4. Advice and Assistance

As has been pointed out above helpfulness should be the guiding principle in applying the By-law. Hence, housing inspectors should be prepared to offer advice and assistance wherever necessary and possible.

One of the most important advisory functions will be to advise owners as to whether the property is worth repairing and to give an opinion about the maximum amount of money which should be invested in improvements to individual properties.

The financing of repairs will also be a key issue and inspectors should be familiar with financing methods so as to be able to advise and assist owners in obtaining loans from commercial lending institutions. Where no such loans are possible, inspectors should be prepared to solicit the assistance of family and friends.

Other characteristic forms of assistance and advice will relate to the priority of repairs, costs, appropriate materials and methods to be used, when qualified tradesmen and contractors are necessary and how to go about contracting with them.

In other instances, it may be necessary for housing inspectors, working through community and service organizations, to organize volunteers to help the elderly and others who cannot do the work themselves.

5. Research and Development

The experience gained by housing inspectors in defining problems, and in devising and perceiving innovative programs of assistance will be extremely valuable in the evolution of the rehabilitation effort. Accordingly, their field experience, understanding of the range of problems encountered and their program proposals should constitute a key input into the research and development function of the Department of Community Development.

6. Appeals

The right to appeal an order issued under the By-law is important in assuring individuals that they are not being unreasonably treated. Residents must be fully informed of this right.

Under the By-law the Housing Standards Committee will constitute the board of appeal. In order to assure its complete objectivity it is recommended that no member of the Council or employee of the City of Hamilton be appointed to this Committee. This exclusion of municipal officials from appointment to the Housing Standards Committee is not explicitly stated in the By-law. Accordingly, it is recommended that Council pass an appropriate amendment.

7. Enforcement

For all the reasons outlined in this section the enforcement of the By-law by prosecuting those who do not comply with an order should be employed only as a last resort.

The present By-law provides for a fine of \$300.00 for those who do not comply with an order. This appears to be counter-productive because the purpose of the By-law is to assure that the necessary repairs are carried out. If an individual cannot afford the repairs a financial assistance program is required rather than a fine. Accordingly, reliance on a fine as the sole means of enforcing compliance will likely be inadequate.

Pending promised Federal rehabilitation assistance Council may wish to consider using Provincial enabling legislation (Planning Act, Section 37, 1, 2 and 3) which permits municipalities to make low interest loans to those unable to finance the cost of repairs. As mentioned before, these loans are repaid by adding the principal and interest to the owners' property tax over a five year period.

8. Departmental Location

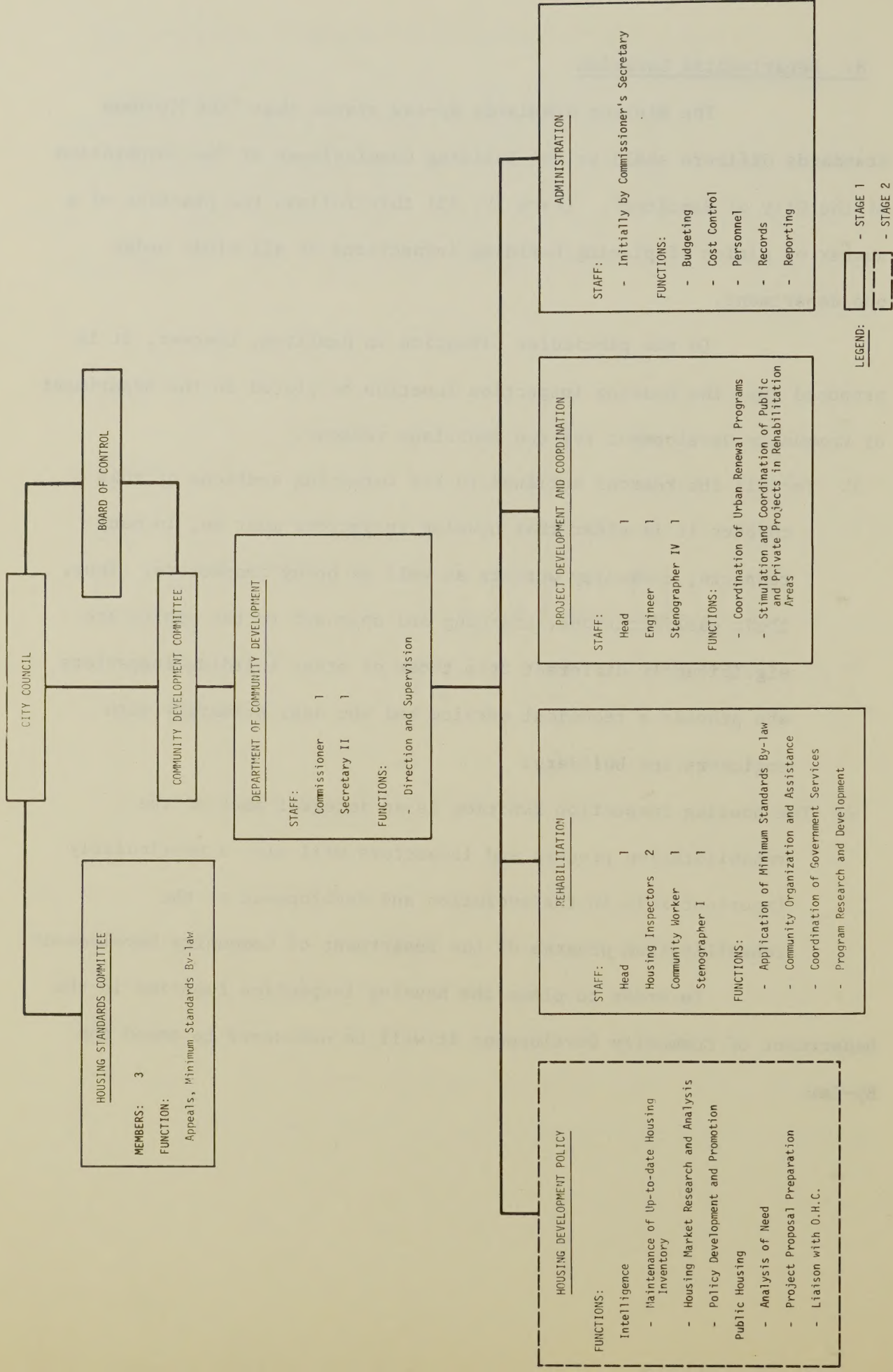
The Minimum Standards By-law states that "the Minimum Standards Officers shall be the Building Commissioner of the Corporation of the City of Hamilton". (Part IV, 73) this follows the practice of a number of cities of placing building inspections of all kinds under one department.

In the particular situation in Hamilton, however, it is proposed that the housing inspection function be placed in the Department of Community Development for two important reasons.

1. For all the reasons outlined in the foregoing sections of this chapter it is clear that housing inspectors must be, in many respects, community workers as well as being inspectors. Thus, their qualifications, training and approach to the public are significantly different from those of other building inspectors who provide a technical service and who deal primarily with engineers and builders.
2. The housing inspection function is an integral part of the rehabilitation process and inspectors will play a particularly important role in the evolution and development of the rehabilitation program of the Department of Community Development.

In order to place the housing inspection function in the Department of Community Development it will be necessary to amend the By-law.

DEPARTMENT OF COMMUNITY DEVELOPMENT ORGANIZATION



III THE DEPARTMENT OF COMMUNITY DEVELOPMENT

URBAN RENEWAL

The functions and activities required to complete the three urban renewal projects by the end of 1973 can be classified as follows:

- Coordination of programs to be carried out by the Engineering, Real Estate and Legal Departments;
- Development and Redevelopment project management including:
 - spot acquisitions; clearance; sale of properties and disposal of residual areas; and coordination of the implementation of the Trade Centre, Art Gallery, Parking facility, Library, Market and Eaton's development.

As explained in Chapter I, while the terms of reference for this study were limited to housing inspection and the completion of urban renewal projects, it has been necessary to examine the likely functions of the Department of Community Development to provide the necessary context. In so doing, it becomes immediately clear that the remaining activities required to complete the urban renewal programs constitute an essential part of those which will be undertaken by the Department of Community Development. Hence, these urban renewal responsibilities can simply be assigned to the new Department on an on-going basis.

DEPARTMENTAL ORGANIZATION

The proposed terms of reference for the Department of Community Development have been interpreted as shown on the organizational chart. (see opposite page)

The chart shows two stages of development. The objectives of the initial stage are to:

- Introduce the application of the Minimum Standards By-law in the North End and York Street, urban renewal areas;
- Incorporate the activities of the Coordinator of Lloyd D. Jackson Sq. and the North End and York Street urban renewal areas;
- Create an organization which can prepare and initiate a residential rehabilitation program in Hamilton.

To accomplish these ends it is proposed that the initial organization consist of three sections under the direction of the Commissioner:

- Rehabilitation
- Project Development and Coordination
- Administration

This will require a total staff of 10 including the Commissioner.

During the initial period it is expected that the Commissioner and his secretary can handle the Administration function.

The 3 members of the Housing Standards Committee (appeals board) are appointed by Council under the terms of the By-law. They, of course, act independently of the Department.

A summary of major functions for each Section is shown under the list of staff members.

Subsequent development of the Department, as indicated earlier, will involve the expansion of the scope of activities of the Rehabilitation Section and hence, an increase in the number of housing inspectors and supporting staff. This expansion should begin as soon as possible.

Stage 2 growth would involve the creation of a Housing Development Policy Section. Before adding this Section considerable experience should be gained in the operation of the Department and careful thought given to the terms of reference for such an activity. Some of the salient points which should be considered are outlined below.

The term policy is much bandied about but it is often difficult to agree as to what precisely is meant. The simplest definition is: A policy is a statement of intention which is pursued. It thus has two components:

1. A stated intention to do something or behave in a given way; and
2. The authority and resources to carry out the intention.

In the public sphere it is exceedingly difficult to formulate a definitive statement of intention (policy) because it is impossible to satisfy all those who will be affected. Consequently, the development of an effective policy statement which represents a consensus is difficult and time consuming.

Neither the City nor the Department of Community Development have the resources to carry out a housing policy because the vast proportion of housing is in the private sector. Rather, the City has limited authority to influence housing through the Official Plan, land use and density controls and subdivision regulations. Other government agencies which can exert an influence are C.M.H.C. and O.H.C.

Thus, through the Department of Community Development the City can expect to exert some influence on publicly assisted housing through liaison with O.H.C. and to a lesser degree, with C.M.H.C.

Nonetheless, by far the largest and most influential portion of the housing stock is constructed and owned by private developers and individuals.

There are those who would argue, along the lines enunciated by Professor Kenneth Galbraith, that housing is produced largely to meet the objectives of the producers and not in response to the real needs and desires of the consumer. Whether this is correct or not and whether there are acceptable and practical alternatives is beyond the scope of this study. Nonetheless, there appear to be two important ways whereby the City could exert more influence on the market and hence, be more effective in pursuing a housing policy:

1. It could perform a housing market intelligence function which would provide a better and more thorough understanding of the nature of the existing housing stock and of demand by both consumers and producers. This would help to assure that the mechanism of the market place operates as it is supposed to.
2. It could undertake research programs to determine whether or not new and existing housing does, in fact, satisfy consumer needs. Some understanding of this question is already being gained through the participation of residents in the detailed planning of the 6 downtown neighbourhoods.

The anticipated functions which would likely be involved in Housing Policy Development are shown on the chart. But careful thought will have to be given as to how this activity could be most fruitfully undertaken.

IV JOB DESCRIPTIONS

This section includes job descriptions for the following positions:

Commissioner

Head, Rehabilitation Section and
Chief Housing Inspector

Housing Inspector

Community Worker

Head, Project Development and
Coordination Section

Engineer, Project Development and Coordination Section

The positions of Secretary II and the various classes of stenographers will be as already described by the City's personnel classification system.

POSITION: Commissioner, Department of Community Development

SUMMARY OF DUTIES:

Under the general direction of the Community Development Committee, Board of Control and the Council:

- direct and supervise the operations of the Department;
- review and evaluate the experience of the Department as a basis for advancing the rehabilitation process in Hamilton;
- Seek the participation and coordination of intra- and inter-government agencies in implementing the Departments' programs;
- communicate the objectives of the Department to the public.

WORK PERFORMED:

The Commissioner will be responsible for:

- all the normal functions of direction, supervision, administration and reporting required of a Department head;
- progressively implementing the terms of reference proposed by the Community Development Committee as budgets, experience and inter-governmental assistance programs become available;
- devising, proposing and promoting effective programs for maintenance and rehabilitation;
- coordinating the services of related government agencies in implementing maintenance and rehabilitation programs;
- stimulating the cooperation and participation of the private sector in development and redevelopment schemes, which are consistent with the Official Plan, to maintain and rehabilitate the City;
- educating, informing and seeking the cooperation of the public in respect to the Department's objectives and programs.

EDUCATION:

Masters or professional degree in an appropriate field.

EXPERIENCE:

Responsible and extensive experience in urban renewal, development and redevelopment project planning and implementation.

Direct knowledge and experience in the operation of municipal government and its relations with other governments.

POSITION: Head, Rehabilitation Section and Chief Housing Inspector

SUMMARY OF DUTIES:

Under the supervision of the Commissioner, Department of
Community Development:

- initiate, direct and supervise the application of the Minimum Standards By-law No. 69-99.
- assure the establishment and maintenance of satisfactory relations with community organizations in neighbourhoods where the By-law is or will be applied.
- coordinate government services as needed to apply the By-law and to encourage the rehabilitation of individual structures and of neighbourhoods.
- plan, organize and initiate a rehabilitation program for the City of Hamilton.
- maintain a continuing research and program development function to facilitate the rehabilitation of substandard housing and neighbourhoods.

WORK PERFORMED:

Supervise staff and direct the operations of the
following:

- prepare appropriate forms, procedures and systems required for the orderly application of the Minimum Standards By-law.
- conduct appropriate meetings and interviews with community organizations and the public at large in connection with the activities of the Section.

- apply the Minimum Standards By-law primarily by stimulation, encouragement, assistance and persuasion, using enforcement only as a last resort.
- personally investigate special problem cases in company with the inspector involved.
- with the approval of the Commissioner, decide when court action is necessary to enforce the By-law.
- when appropriate, in company with the inspector concerned, give evidence before the Housing Standards Committee.
- plan, coordinate and schedule the activities of housing inspectors.
- maintain a continuing training program for inspectors in both their technical and public relations skills.
- interview job applicants and recommend those to be engaged to the Commissioner.
- assure continuing review and analysis of experience as a means of developing and proposing more effective programs to facilitate the application of the By-law and in implementing a rehabilitation program.
- receive and dispose of correspondence and telephone calls which cannot be appropriately handled by subordinates.
- establish good working relations with relevant government agencies so as to coordinate their services in the rehabilitation process and in facilitating the application of the By-law.

QUALIFICATIONS:

- Ability and experience in communicating orally and in writing and in using judgement, tact and courtesy in dealing with the public.
- A thorough knowledge and understanding of the Minimum Standards and related By-laws, a broad knowledge of related Municipal Departments and Provincial and Federal programs.
- A good knowledge of housing construction, practices, materials and techniques. Ability to read and interpret plans and specifications.
- Familiarity with court procedures and an ability to give oral evidence in court.
- Familiarity with private and public methods of financing residential repairs.

EDUCATION:

University graduate in related field or equivalent experience.

EXPERIENCE:

- Administration and organization.
- Experience in appraisal techniques, quantity surveying, estimating, construction supervision or renovation in the housing industry would be desirable.

POSITION: Housing Inspector

SUMMARY OF DUTIES:

Under the direction of the Head, Rehabilitation Section:

- conduct initial and follow-up field inspections of residential buildings to apply the Minimum Standards By-law;
- work with community organizations and the individual owners to encourage and persuade them to comply with the By-law using court action only as a last resort;
- provide advice and assistance to individual property owners in matters relating to the maximum limit of investment in the rehabilitation of dwellings, priorities of repairs, appropriate materials and methods, work which should be done by qualified tradesmen and that which can be done on a do-it-yourself basis, estimating costs and in financing the cost of repairs;
- give evidence before the Housing Standards Committee;
- act as a witness in court action;
- serve as the representative of the Head, Rehabilitation in communication with the public.
- perform related work as assigned.

EDUCATION:

Secondary school together with post-secondary training in all phases of residential construction or related field.

EXPERIENCE:

- Experience and ability to communicate and deal with the public with judgement, tact and courtesy.

- Good knowledge of construction practices, materials, trades and costs.
- Ability to read and interpret plans and specifications.
- Knowledge of methods of housing finance.
- Ability to submit oral evidence in court.
- Thorough knowledge of the Minimum Standards and related By-laws and the forms and procedures related thereto. A knowledge of Municipal services available to assist in the application of the By-law.
- Experience in appraisal techniques, quantity surveying, cost estimating, housing construction and renovation would be desirable.

POSITION: Community Worker

SUMMARY OF DUTIES:

Under the direction of the Head, Rehabilitation Section facilitate the application of the Minimum Standards By-law and in promoting the rehabilitation of individual structures and of neighbourhoods.

WORK PERFORMED:

Work with and assist the housing inspection staff in matters relating to:

- the organization and maintenance of community organizations;
- the establishment and maintenance of personal contacts in rehabilitation areas where the Minimum Standards By-Law is or will be applied;
- establishment and maintenance of liaison with private and public social agencies, service groups and others offering aid to affected individuals and families so that assistance can be obtained in resolving problems which arise from the application of the By-law and the rehabilitation process;
- provide assistance, encouragement and advice to individuals in the repair and maintenance of their properties;
- perform related work as assigned.

EDUCATION:

Grade XII with extension courses in social work, community organization and related fields.

EXPERIENCE:

Community organization, social work and related activities.

POSITION: Head, Project Development and Coordination Section

SUMMARY OF DUTIES:

Under the direction and supervision of the Commissioner:

- coordinate the completion of the 3 urban renewal projects;
- stimulate and coordinate public and private development and redevelopment projects in rehabilitation areas.

WORK PERFORMED:

Supervise staff and direct the operations of the following::

- coordinate the implementation of the trade centre, art gallery, parking facility, library, market and Eaton's developments and similar projects which may, from time to time, be assigned;
- coordinate land acquisitions in urban renewal and rehabilitation areas;
- devise, promote and coordinate development and redevelopment projects in the rehabilitation areas, consistent with secondary Official Plans for these areas;
- perform other duties as assigned;
- plan and schedule the activities of Section staff;
- interview job applicants and recommend those to be engaged to the Commissioner;
- receive and dispose of correspondence and telephone calls which cannot be appropriately handled by subordinates.

EDUCATION:

University degree in the building sciences, finance or business administration.

EXPERIENCE:

Responsible and fairly extensive experience in real estate development, finance and administration together with a demonstrable ability to work effectively with other people.

POSITION: Engineer, Project Development and
Coordination Section

SUMMARY OF DUTIES:

Under the direction and supervision of the Section
Head perform technical services in:

- project planning, scheduling, coordinating and reporting.

WORK PERFORMED:

- review the technical engineering aspects of development and redevelopment projects;
- plan, schedule and act as technical coordinator between private contractors and city departments on development and redevelopment projects;
- appraise and report regularly on status of projects vis-a-vis schedules;
- act as engineering advisor to the Section Head.

EDUCATION:

Professional Civil Engineer

EXPERIENCE:

Supervisory experience on construction projects.

APPENDICES

The following is a summary of financial statements prepared in accordance with the provisions of the Companies Act, 1947, and the Companies (Accounts) Regulations, 1948, as amended, for the year ended 31st December 1948.

Balance Sheet

The following is a summary of the Balance Sheet as at 31st December 1948, showing the assets and liabilities of the company.

APPENDICES

Particulars	Amount in Pounds	Amount in Pounds
Fixed Assets	£ 100,000	£ 100,000
Current Assets	£ 50,000	£ 50,000
Capital and Reserves	£ 150,000	£ 150,000

Profit and Loss Account

The following is a summary of the Profit and Loss Account for the year ended 31st December 1948, showing the income and expenditure of the company.

FINANCIAL ASSISTANCE PROGRAMS

The following is a summary of financial assistance programs available in Toronto, Ottawa and London, Ontario which have been formulated to deal with cases where owners cannot afford to comply with the standards established by maintenance and occupancy by-laws.

Toronto

The City of Toronto's By-law provides loans at a subsidized interest rate of 6½% per annum, repayable over a maximum of 10 years. Capital and interest payments are added to the owner's property tax. The record of loans made under this program is:

<u>Period</u>	<u>Number of Loans</u>	<u>Total Value of Loans</u>
1960-66	2	N.A.
1967	0	0
1968	1	N.A.
1969	5	\$11,500
1970	20	\$50,930

Ottawa

Under the terms of a private bill, the City of Ottawa can make loans to assist needy individuals to comply with the Minimum Standards By-law under the following terms. The maximum loan to any individual is \$1,500 repayable over a maximum of 10 years. The rate of interest is subsidized and varies between 6-7% depending on the financial need of the borrower. Capital and interest payments are added to the owner's property tax.

The budget for this loan program is \$30,000 per year but this sum is not always fully utilized.

London

The City of London has a loan program under Section 37 of the Planning Act but it has never been used. Instead, assistance to those who are not able to comply with the By-law is provided under a special public/private program called the Maintenance and Repair Service (MARS). Currently, the City contributes about \$3,000 per year for materials and this sum is matched by private contributions from service clubs and interested individuals. Labour is provided by the John Howard Society under a \$30,000 Local Incentives Program grant. Until recently, free labour was supplied on a voluntary basis by members of service clubs and other similar organizations.

LIST OF RESPONDENTS

CITY OF HAMILTON

Controller J.A. Bethune

Controller Herman Turkstra

Mr. Sam Smurlick
Chairman
Community Development Committee

Mr. Robert Bailey
Director of Planning

Mr. I.R. Robertson
Building Commissioner

Mr. A.K. German
City Architect

Mr. R.C. Monaghan
Coordinator
Civic Square Development

Mr. J. Longworth
Director of Personnel

Mr. W.A. Wheten
City Engineer

Mr. L. Priest
Acting Welfare Commissioner

Mr. R.M. Hemingway
Mr. H. Leishman
Director and Deputy Director
Real Estate Department

Mr. R.R. Nixon
Administrator
Hamilton Housing Authority

Mr. F.B. Armer
Secretary-Manager
Hamilton Housing Co. Ltd.

Dr. R. Coalgate
Director of Inspections
Hamilton-Wentworth Health Unit

CITY OF OTTAWA

Mr. Peter Burns
Chief Housing Inspector

CITY OF LONDON

Mr. John McLiesh
Housing Standards Officer

CITY OF TORONTO

Mr. J.J. Bradford
Director of Housing Standards

Mr. Graham Emslie
Commissioner of Development

Mr. George Cooke
Deputy Commissioner of Development

Dr. Ian Glenroy
Director of Food Control and
Environmental Health

PROVINCE OF ONTARIO

Mr. J.F. Brown
Supervisor, Urban Renewal
Department of Municipal Affairs

HAMILTON PUBLIC LIBRARY



3 2022 21335654 2